

LINCOLNSHIRE FLOOD RISK AND DRAINAGE MANAGEMENT FRAMEWORK

Draft 3.1



PARTNER ORGANISATIONS

The Environment Agency
Lincolnshire County Council
West Lindsey District Council
East Lindsey District Council
City of Lincoln Council
North Kesteven District Council
South Kesteven District Council
Boston Borough Council
South Holland District Council
ADA (Lincolnshire Branch)
Gainsborough IDB
Newark Area IDB

Ancholme IDB
Lindsey Marsh DB
Witham First District IDB
Upper Witham IDB
Witham Third IDB
Witham Fourth District IDB
Black Sluice IDB
Welland and Deepings IDB
South Holland IDB
North Level IDB
Anglian Water
Severn Trent Water

OVERVIEW

This partnership framework is designed to provide co-ordinated management and delivery of flood risk and drainage functions of all relevant organisations across Lincolnshire.

The framework implements the recommendations of the Pitt Review and the provisions of the Flood and Water Management Act 2010 in a way that is tailored to suit the geographical, social, economic and environmental characteristics of Lincolnshire.

Its purpose is to ensure that local communities and infrastructure are better protected from flood risk, and that improved resilience towards flooding is built into all aspects of planning and service provision in the future.

The **Strategy Group** is an initiative unique to Lincolnshire. Its purpose is to ensure that we integrate the strategic direction of the Environment Agency's flood and coastal risk management overview role with that of the new leadership role of the lead local flood authority. It will also act as a key point of contact with the **Lincolnshire Resilience Forum**. It will be chaired by the Environment Agency.

The **Operations Group** delivers the responsibilities of the lead local flood authority. It will be chaired by Lincolnshire County Council with support from the Environment Agency, District Councils, Anglian Water and Internal Drainage Boards through the Lincolnshire branch of the Association of Drainage Authorities. Its role is to co-ordinate key countywide functions, empowering the **Local Flood Risk and Drainage Management Groups** to deliver flood risk management and drainage solutions at the local level.

The **Local Flood Risk and Drainage Management Groups** will build on the existing local drainage groups. Their function is to provide flood risk management and drainage solutions developed by the consensus of partner organisations and tailored to meet local circumstances. They are the delivery arm of the Lincolnshire Flood Risk and Drainage Management Framework. They are based on Local Development Framework boundaries.

Detailed arrangements for **Local Authority Scrutiny**, as required under the Floods and Water Management Act, will be developed during 2010, while linkages with the Regional Flood and Coastal Committee will be defined as the role of that body is clarified by the Act.

A **communications strategy** will be developed and implemented during 2010, building on work in progress through the Lincolnshire coastal change pathfinder. Its purpose will be to improve communications between agencies in the partnership and between service providers and local people. It will be linked to effective management of data through the flood risk management asset register and reporting arrangements developed to support delivery of improved flood risk management for local communities.

STRATEGY GROUP

Role

The group's role will be to take a strategic overview of the entirety of flood risk and drainage management across Lincolnshire, including from all inland flooding sources and from the coast. It will ensure effective integration of flood risk planning and response at a strategic level in the county. The group will be chaired by the Environment Agency, and will meet twice a year. It will consist of senior officers and Members from each of the organisations that deliver flood risk and drainage services within Lincolnshire.

Tasks

- Strategic guidance to the Operational Management Group
- Regular reviews of partnership roles and performance
- Promote co-ordinated approaches to flood and coastal risk management investment, planning and delivery across Lincolnshire, integrated with arrangements for emergency response
- Assess the implications of flood, coastal and drainage risk management strategies for Lincolnshire and agree appropriate joint approaches to their development (for example Shoreline Management Plans, Catchment Flood Management Plans, the Coastal Study, Multi-Agency Flood Plans, and the Regional Spatial Strategy). This will need to take account of outcomes and developments at Regional and local level, particularly in relation to planning policy
- Promote risk-based investment strategies and plans for flood risk and drainage management across Lincolnshire
- Maximise opportunities to influence partner strategies and resource allocation and to maximise external funding
- Guide the development of joint strategies for promoting public awareness and confidence in flood, coastal and drainage risk management arrangements, ensuring effective linkage with communications developed through the Lincolnshire Resilience Forum in respect of emergency situations
- Exchange and develop policy with the Operational Management Group

Membership

- Environment Agency (Area Manager) (Chair)
- Lincolnshire County Council (Director/Assistant Director & Portfolio Holder)
- District Councils (A Chief Executive or Director and a Portfolio Holder)
- Internal Drainage Boards (To be agreed with IDBs)
- Anglian Water (Catchment Manager)
- Lincolnshire Resilience Forum (TBC)
- Regional Flood and Coastal Committee (Chair of RFCC)

Frequency

Every six months

Secretariat

Environment Agency

Key Links

- Operational Management Group
- Regional Flood Defence Committee (to become Regional Flood and Coastal Committee)
- Local Authority Scrutiny
- Lincolnshire Resilience Forum

OPERATIONAL MANAGEMENT GROUP

Role

The group's role is to implement the roles and responsibilities of the lead local flood authority. It will produce the local flood and coastal flood risk strategy and co-ordinate delivery by partner organisations.

The group's principal output will be the establishment of a single integrated strategy for local flood risk management. This will be achieved through a work programme implementing key strategies and plans and determined by the group.

As well as ensuring that countywide strategic resources are in place, such as the flood risk asset register and shared information systems, the group will work to resolve specific issues as they arise. This will include addressing uncertainties over individual partners' flood risk and drainage management roles and responsibilities, strategic issues in respect of a particular development, or local issues as and when referred by a local delivery group.

The operations management group will be chaired by Lincolnshire County Council. It will meet initially at least every two months, and will consist of senior operational officers from each of the organisations that deliver flood and surface water risk and drainage services within Lincolnshire.

Initial Tasks

To co-ordinate mapping of partners' resources and responsibilities, currently and under proposed legislation against anticipated future requirements and local needs

To establish an on-going register of all strategies and plans on flood risk held within the county. This could be linked to flood risk management information in the domain. This would enable developers and other parties undertaking work that could affect flood risk to access comprehensive information on relevant strategies and plans, as well as technical work carried out and planned within the county.

To ensure development of the flood risk management asset register.

Ongoing Tasks

Core

- Develop and implement local flood risk management strategies and plans, ensuring appropriate monitoring and reporting arrangements
- Focus delivery functions and funding on surface water, groundwater and ordinary watercourses
- Oversee the delivery of partners' flood risk management work and funding

- Commission and co-ordinate development of Surface Water Management Plans
- Support implementation of action plans for (eg), SMPs, CFMPs, Coastal Study options, relevant elements of the countywide Sustainable Community Strategy and Local Area Agreement. This will include ensuring effective liaison with established groups such as the Eastern Coastal Authority Group and the North East Coastal Group with their aim to influence the strategic management of the risk from sea flooding and coastal erosion.
- Prioritise available funding and resource for partnership initiatives and co-ordinate bids for additional funding, supporting the Lead Local Flood Authority to deploy resources where needed
- Ensure data sharing and communications mechanisms meet the needs of partner organisations and local communities
- Provide a focal point for liaison with the delivery arms of all relevant partner organisations within Lincolnshire, including the County Council and District Councils (particularly highways, planning and building control services), Environment Agency, Internal Drainage Boards, water and sewerage companies, developers, statutory undertakers, emergency services, riparian landowners and developers, in order to facilitate enhanced joint working between partners
- Provide reports to Local Authority scrutiny committee and manage and co-ordinate flow of requests for information for scrutiny and other purposes
- Liaise with the Regional Flood and Coastal Committee on the production of local strategies
- Ensure that elected Members are fully briefed on all aspects of flood, coastal and drainage risk management affecting Lincolnshire
- Resolve problems referred by Local Flood Risk and Drainage Groups
- With regards to SUDS and other drainage solutions work with local planning authorities and building control to establish common objectives and outcomes

Additional

- Provide a forum for local planning authorities to provide a consistent view for developers proposing major development within Lincolnshire, including informing developers of key aspects such as SUDS design criteria
- Support the Lincolnshire Resilience Forum, ensuring lessons learned from emergency incidents inform approach to long-term flood and drainage management, particularly with regard to resilience and planning
- Co-ordinate and support development of commissioning arrangements that may be established between partners
- Provide an arbitration role on responsibility for assets and for roles and responsibilities arising from new arrangements
- Support preparation of joint flood risk management asset register and associated asset management plans
- Exchange and develop local policy ideas with Strategy Group

Membership

- Environment Agency (Flood and Coastal Risk Manager)
- Lead Local Flood Authority (Assistant Director) (Chair)
- District Councils (Director or Head of Service)
- Internal Drainage Boards (Clerk or Chief Executive of one or more Boards - to be agreed with IDBs)
- Anglian Water (Catchment Manager)
- Highways Authority (Assistant Director)
- Lincolnshire Resilience Forum (Secretary)
- One member from each local flood risk and drainage management group

Frequency

Every two months

Secretariat

Lincolnshire County Council

Key Links

- Strategy Group
- Local Delivery Groups
- Local Authority Scrutiny
- Lincolnshire Resilience Forum

LOCAL FLOOD RISK AND DRAINAGE MANAGEMENT GROUPS

Role

Local Flood Risk and Drainage Management Groups will deliver local projects and solutions to flood and surface water risk and drainage management. They will maximise opportunities to co-ordinate partner resources with the objective of providing an integrated approach to managing flood risk for local communities.

They will take a proactive approach towards identifying and solving local flood risk issues, and will provide a first point of contact for members of the public and local members. They will work to develop and maintain effective working partnerships with all relevant partner agencies delivering flood risk and drainage services at local level.

The Local Flood Risk and Drainage Management Groups will be based on Local Development Framework boundaries. They will build on the existing local drainage groups, with enhanced support provided through the framework, including a coherent strategic and policy environment and a greater capacity to co-ordinate opportunities for funding and provision of resources.

Local Flood Risk and Drainage Management Groups will meet as often as necessary to conduct their business, and will consist of service managers from all relevant partner agencies with responsibility for delivery within the local area. They will be chaired by the Lead Local Flood Authority.

Tasks

- Deliver work programmes/action plans as directed by the Operations Management Group
- Integrate and share partners knowledge concerning flood risk and drainage issues
- Improve co-ordination at local delivery level between a range of partners, including use of enforcement and consenting powers on ordinary watercourses
- Improve effectiveness of use of partners' resources
- Maintain joint flood risk management asset register and associated asset management plans
- Monitor minor works for reporting on an exception basis to the Operational Management Group
- Provide training and advice to planning committees on all aspects of flood risk and drainage management in order to assist the decision-making process with regard to development control
- Provide a single point of contact for developers to consult with local planning authorities on SUDS and other drainage solutions
- Inform local planning authority processes through engaging with long-term development of Local Development Frameworks

- Enable organisations that are not statutory consultees in the planning process to have a voice concerning assets they may have to adopt in the future and avoid problems currently faced
- Inform development plans, infrastructure planning, asset operation and maintenance
- Assess planning applications for large, new developments and identify the most appropriate mechanism of drainage for the site
- To identify and deliver bespoke solutions to flooding problems experienced by local communities on a day-to-day basis
- Where solutions cannot be found quickly at local level, to refer such situations to the Operations Management Group for resolution
- Investigate local flooding incidents with all relevant parties to identify the source of a flooding incident and the responsibility for addressing it.
- To implement learning from emergency situations to ensure that resilience and mitigation measures as locally appropriate are adopted by private, public and commercial landowners
- Manage communications flow with local communities on day-to-day basis, including cascading necessary information to Operations Management Group

Membership

- Environment Agency (As determined by Flood and Coastal Risk Manager)
- Lead Local Flood Authority (Area Manager)
- District Council(s) (Head of Service or Service Manager)
- Anglian Water (Senior Asset Planner)
- Severn Trent Water
- Internal Drainage Board(s) (To be agreed with IDBs)
- Lincolnshire Resilience Forum (Emergency Planning Officer)
- Developers and consultants as appropriate

Frequency

As often as required to conduct the business of the group

Secretariat

To be decided by Groups

Key Links

Operations Management Group
Lincolnshire Resilience Forum

Organisational Membership of Local Flood Risk and Drainage Management Groups

Central Lincolnshire

Environment Agency
Lincolnshire County Council
West Lindsey District Council
City of Lincoln Council
North Kesteven District Council
Joint Central Lincolnshire Planning Authority
North-East Lindsey IDB
Ancholme IDB
Gainsborough IDB
Witham First IDB
Upper Witham IDB
Witham Third IDB
Newark Area IDB
Black Sluice IDB
Anglian Water
Severn Trent Water
Lincolnshire Resilience Forum

East Lindsey

Environment Agency
Lincolnshire County Council
East Lindsey District Council
Lindsey Marsh IDB
Witham Third IDB
Witham Fourth IDB
Anglian Water
Lincolnshire Resilience Forum

South Kesteven

Environment Agency
Lincolnshire County Council
South Kesteven District Council
Upper Witham IDB
Black Sluice IDB
Welland and Deepings IDB
Anglian Water
Severn Trent Water
Lincolnshire Resilience Forum

Boston & South Holland

Environment Agency
Lincolnshire County Council
Boston Borough Council
South Holland District Council
Witham Fourth IDB
Black Sluice IDB
Welland and Deepings IDB
South Holland IDB
North Level IDB
Kings Lynn IDB
Anglian Water
Lincolnshire Resilience Forum

SCRUTINY

Under the Flood and Water Management Bill, Lead Local Flood Authorities are required to ensure that robust local authority elected member scrutiny is put in place. This is reinforced by specific provisions that require flood risk management authorities to provide information or reports to the Scrutiny Committee, and to have regard to recommendations made by the Committee.

While local authorities will wish to make arrangements to ensure appropriate internal controls and scrutiny over their own flood risk management resource, it is anticipated that the role envisaged in the Bill will be performed by newly established scrutiny arrangements. The experience gained from the operation of the joint Health Scrutiny Committee may provide guidance in this regard. The nature of these arrangements will be determined by elected Members.

LOCAL RESILIENCE FORUM

The Lincolnshire Resilience Forum has played an active role in promoting aspects of the Pitt Review recommendations in relation to flooding emergencies. Effective partnership working is in place to develop the multi-agency flood plan setting out the roles and responsibilities of all partners in response to specific emergency situations across Lincolnshire. In particular attention has been focused on the challenge of potential evacuation scenarios for the East Coast.

While the core role of the Resilience Forum is to prepare for and respond to emergency situations, there are very strong links between the day to day management of flood risk and drainage and preparedness for flooding emergencies. In many ways they can be seen as two sides of the same coin, depending upon the same datasets and risk information.

It is anticipated that the flood risk and drainage management framework and the multi-agency flood plan will be mutually reinforcing through shared communications channels, data management systems, support for strategic development and promoting resilience to flood risk through day-to-day operations of the partner flood risk management authorities.

The Resilience Forum is represented within the partnership framework on the Strategy Board and the Operational Management Group, and plays a significant role in the local drainage groups, not least through supporting the provision and development of shared data on local incidents of flooding.

REGIONAL FLOOD AND COASTAL COMMITTEE

The Flood and Water Management Bill replaces Regional Flood Defence Committees with Regional Flood and Coastal Committees (RFCCs). It is the responsibility of the Environment Agency to ensure that RFCCs are established in each of the Agency's regions.

Environment Agency and elected Member representation on the partnership framework will provide links with the RFCC, including ensuring that elected Members on the RFCC are fully briefed on current issues. The partners to the framework will liaise with the RFCC on key policy developments, such as the national and local Flood Risk Management Strategies.

DATA MANAGEMENT AND COMMUNICATIONS

Data management and sharing will be fundamental to effective operation of the partnership framework. Initiatives are currently in progress to deliver this function. These are being developed in respect of emergency response requirements in the first instance but have been designed to consider long-term 'day-to-day' requirements and the provisions of the Flood and Water Management Bill.

Communications provisions for emergency warning and response purposes are quite different from those required for normal conditions. There is clearly a need for community engagement to improve awareness of flood risk and access to information about forthcoming emergency situations. However, there is also a need for a more long-term approach to engaging with communities across Lincolnshire to promote a more informed attitude to living with flood risk and to embed mitigation of flood risk as a normal consideration for property owners, developers and insurance companies.

This will be fully explored during 2010 through the coastal change pathfinder for Lincolnshire, which has been awarded in order to establish best practice in supporting local communities adapt to the long-term impacts of climate change. Although designed for the coastal zone, it is likely that methodologies successful on the coast will be adaptable for use across the county.

ROLES AND RESPONSIBILITIES OF FLOOD RISK MANAGEMENT AUTHORITIES WITHIN THE PARTNERSHIP FRAMEWORK

The table below summarises the roles and responsibilities incumbent on Flood Risk Management Authorities, in terms of specific tasks and related to the most relevant partnership groupings.

| Strategy Group | Role/Responsibility | Organisation |
|----------------|--|--|
| | Prepare National Flood and Coastal Erosion Risk Management Strategy | Environment Agency |
| | Provide guidance to other flood risk management authorities | Environment Agency |
| | Duty to act consistently with National Flood and Coastal Erosion Risk Management Strategy | LLFA District Councils IDBs Water Companies |
| | Prepare local flood risk management plans (eg SMPs, CFMPs) for coasts & main rivers | Environment Agency |
| | Contribute to local flood risk management plans and strategies – e.g. SMPs, CFMPs, Coastal Study | All flood risk management authorities |
| | Prepare national preliminary flood risk assessment & flood risk maps | Environment Agency |
| | Duty to co-operate with other risk management authorities | All risk management authorities |
| | Strategic leadership for all surface water issues in Lincolnshire | LLFA |
| | Duty to have regard to Local Flood Risk Management Plan | Environment Agency Water Companies |
| | Duty to act consistently with Local Flood Risk Management Plan | District Councils IDBs |
| | Establish and maintain local authority scrutiny function | LLFA |
| | Provide information to local authority scrutiny and have regard to recommendations | All flood risk management authorities |
| | Flood warning | Environment Agency |
| | Local Authority Scrutiny | LLFA District Councils |
| | Liaison with Regional Flood and Coastal Committee | All flood risk management authorities |
| | Liaison with Lincolnshire Resilience Forum (strategic) | All flood risk management authorities |

| Operational Management Group | |
|---|--|
| Duty to act consistently with National Flood and Coastal Erosion Risk Management Strategy | EA LLFA District Councils IDBs Water Companies |
| Prepare local flood risk management plans (eg SMPs, CFMPs) for coasts & main rivers | Environment Agency |
| Contribute to local flood risk management plans and strategies – e.g. SMPs, CFMPs, Coastal Study | All flood risk management authorities |
| Prepare local flood risk management strategies (eg Lincshore Strategy, Witham Strategy) | Environment Agency |
| Prepare national preliminary flood risk assessment & flood risk maps | Environment Agency |
| Duty to co-operate with other risk management authorities | All risk management authorities |
| Strategic leadership for all surface water issues in Lincolnshire | LLFA |
| Prepare Local Flood Risk Management Plan | LLFA |
| Provide guidance on working with local flood risk management plan | LLFA |
| Contribute to developing Local Flood Management Strategy | Environment Agency District Councils IDBs Water Companies |
| Duty to have regard to Local Flood Risk Management Plan | Environment Agency Water Companies |
| Duty to act consistently with Local Flood Risk Management Plan | District Councils IDBs |
| Preliminary flood risk assessment & flood maps | LLFA |
| Power to request information from risk management authorities | Environment Agency LLFA |
| Compile & maintain flood risk management asset register | LLFA |
| Provision of asset management data | All flood risk management authorities |
| Developing Surface Water Management Plans | LLFA District Councils IDBs Water Companies |
| Strategic spatial planning – statutory consultation on flood risk and drainage aspects of planning applications | LLFA District Councils |
| Establish and maintain local authority scrutiny function | LLFA |
| Provide information to local authority scrutiny and have regard to recommendations | All flood risk management authorities |
| Flood warning | Environment Agency |
| Liaison with Regional Flood and Coastal | All flood risk management authorities |

| Committee | |
|---|---|
| Liaison with Lincolnshire Resilience Forum (strategic) | All flood risk management authorities |
| Capital Improvement Work National Grant in Aid (G.I.A.) | Environment Agency |
| Capital Work –Local Levy incl General Drainage Charge | Environment Agency |
| Administer Grants for IDBs and Las e.g. GIA Capital , Property Resilience grant, SWMP grant | Environment Agency |
| Duty to act in accordance with principles of sustainable development (incl. biodiversity & environmental protection duties) | All flood risk management authorities |
| Delegate works and maintenance to other flood risk management authorities, incl. commissioning, contract management &c | Environment Agency LLFA District Councils IDBs |
| Respond to Regional Spatial Strategy flood risk policies | LLFA District Councils |
| Advising on and determining planning applications in flood risk areas | District Councils LLFA |
| Advice and guidance to planning authorities | Environment Agency IDBs LLFA |
| Data management & development of core resources for flood risk management & emergency response | All flood risk management authorities & LRF |

| Local Flood Risk and Drainage Management Groups | |
|---|--|
| Duty to act consistently with National Flood and Coastal Erosion Risk Management Strategy | LLFA District Councils IDBs Water Companies |
| Contribute to local flood risk management plans and strategies – e.g. SMPs, CFMPs, Coastal Study | All flood risk management authorities |
| Duty to co-operate with other risk management authorities | All risk management authorities |
| Strategic leadership for all surface water issues in Lincolnshire | LLFA |
| Contribute to developing Local Flood Management Strategy | Environment Agency District Councils IDBs Water Companies |
| Duty to have regard to Local Flood Risk Management Plan | Environment Agency Water Companies |
| Duty to act consistently with Local Flood Risk Management Plan | District Councils IDBs |
| Provision of asset management data | All flood risk management authorities |
| Developing Surface Water Management Plans | LLFA District Councils IDBs Water Companies |
| Strategic spatial planning – statutory consultation on flood risk and drainage aspects of planning applications | LLFA District Councils |
| Provide information to local authority scrutiny and have regard to recommendations | All flood risk management authorities |
| Flood warning | Environment Agency |
| Raise flood risk awareness – coastal and rivers | Environment Agency |
| Prepare & review Strategic Flood Risk Assessments | District Councils |
| Raise flood risk awareness – surface water | All flood risk management authorities |
| Raise flood risk awareness – coastal and rivers | Environment Agency |
| Implement local flood risk management plans (eg SMPs, CFMPs) for coasts & main rivers | Environment Agency |
| River and Coastal Maintenance | Environment Agency |
| Asset & infrastructure surveys, inspections & maintenance – maintain databases | All flood risk authorities |
| Inspect & maintain EA reservoirs | Environment Agency |
| Enforcement on third party reservoirs | Environment Agency |
| Investigate incidents of flooding and assign responsibility where necessary | LLFA |
| Enforcement, consent and works on coast | Environment Agency |

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| and main rivers | |
| Enforcement and consenting on ordinary watercourses | LLFA IDBs |
| Works powers on ordinary watercourses | District Councils IDBs |
| Undertake flood risk management schemes & maintain existing flood risk management measures | All flood risk management authorities |
| Enforcement on riparian owners | LLFA District Councils IDBs |
| Designation of features as flood risk management assets, with enforcement powers, incl. third party assets | Environment Agency LLFA IDBs District Councils |
| Land drainage & irrigation | IDBs |
| Water level management | IDBs |
| Manage areas of special flood risk | IDBs |
| Flood risk management works outside IDB areas | LLFA |
| Own and maintain public sewers | Water Companies |
| Emergency Call out and responses, sandbags and materials – first response work. | All flood risk management authorities |
| Data management & development of core resources for flood risk management & emergency response | All flood risk management authorities & LRF |
| Approve, adopt & maintain sustainable drainage systems | LLFA |
| Detailed negotiation with developers on SUDS | District Councils |
| SUDS enforcement and contractual management | LLFA |
| Consult LLFA on all flood risk and drainage aspects of planning applications | District Councils |
| Technical consultancy; site investigation/surveys [S38 & S278 design checks, technical and expert advice to others including pre planning app. meetings, resourcing/directing drainage investigations, feasibility reports, drainage design including major projects, hydraulic analysis & modelling, maintaining/revising design guides, training | LLFA |
| Develop flood risk planning policies for LDF in line with local flood risk management plan | District Councils |
| Respond to Regional Spatial Strategy flood risk policies | LLFA District Councils |
| Site specific flood risk appraisals and consultation with partners | LLFA District Councils IDBs Water Companies |

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|---|------------------------------------|
| Advising on and determining planning applications in flood risk areas | District Councils LLFA |
| Advice to public | LLFA District Councils IDBs |
| Advice and guidance to planning authorities | Environment Agency IDBs LLFA |

